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ABSTRACT

Recent developments in New York State's student financial aid programs and the scope of federal programs in the state are examined, along with the relationship of state and federal programs. In addition, trends in awards and payments in the Tuition Assistance Program and overall recommendations of the Board of Regents are presented. Current trends include the following: loans and grants for 1981-1982 totaled $1,463.7 million, of which $283.4 million was for the Tuition Assistance Program (TAP) and the Supplemental Tuition Assistance Program (STAP); of all state-administered student aid programs, the Guaranteed Student Loan Program showed the greatest increase; the estimated number of undergraduate TAP recipients in 1981-1982 increased by 2.5 percent from 1980-1981; and the average TAP award for undergraduates increased by an estimated 9.9 percent over the last year ($841 to $924). The Regents offer the following recommendations: elimination of $200 reduction in TAP awards for upper-division students; and extension of eligibility for TAP awards to part-time undergraduates. Statistical tables are presented that provide amounts of aid and number of recipients by program and level for each sector. Additional data report average aid amounts by program and level. (SW)

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A REPORT BY THE BOARD OF REGENTS TO THE GOVERNOR AND LEGISLATURE ON STATE STUDENT FINANCIAL AID PROGRAMS

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HE 016 234

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York 12230
December 1982

THE UNIVERSITY OF THE STATE OF NEW YORK
Regents of The University (with years when terms expire)

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George D. Sussman

Section 603 of the Education Law
(As amended by Chapter 942, Laws of 1974)

Section 603. Evaluation of the board of regents. On or before January first, nineteen hundred seventy-six, and annually thereafter on or before December first, the board of regents shall make a report to the Governor and the temporary president of the senate, the speaker of the assembly, the senate finance committee, the assembly ways and means committee and the standing committees of the legislature having jurisdiction of higher education evaluating all financial assistance and loan programs established by this article, which report shall contain such recommendations as the regents may deem appropriate.

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THE UNIVERSITY OF THE STATE OF NEW YORK
THE STATE EDUCATION DEPARTMENT
OFFICE OF THE PRESIDENT OF THE UNIVERSITY
AND COMMISSIONER OF EDUCATION
ALBANY, NEW YORK 12234

November 19, 1982

To the Governor and the Legislature:

The role of student financial assistance programs in financing postsecondary education is especially significant in a period of increasing attendance costs and governmental reallocation of resources for social and educational programs. The major sources of student assistance, Federal and state governments, institutions and private sources, are currently providing approximately $17 billion dollars in programs which are highly instrumental in promoting educational opportunity. New York State continues to hold a leadership position in supporting grant, scholarship and student loan programs to aid students in achieving educational goals. Financial barriers have been lowered to make maximum educational opportunity a reality.

The State program of financial aid, the largest in the nation, is extensive in amounts of funds and in numbers of recipients. It includes tuition assistance grants for use in colleges and certain proprietary schools, scholarships for able high school graduates, professional and graduate students, and guaranteed loans. Further, the State supports a wide network of public colleges and universities.

The present scholarship and tuition assistance grants are based on legislation of 1974 as amended in subsequent years. The legislation of 1974 established the New York Higher Education Services Corporation to centralize the administration of State financial aid programs of scholarships, grants and loans and to coordinate such programs with those of other levels of government, particularly the Federal government. Under the law, the Higher Education Services Corporation is responsible for the issuance of award and loan payments and the Education Department retains the responsibility for selection of winners and alternates in seven programs of scholarships or academic performance awards. The law, under Section 602, provides that the Commissioner shall establish regulations governing student eligibility for student award and loan programs in the following areas:

1. Full-time and part-time attendance
2. Summer study
3. Permissible use of general and academic performance awards
4. Matriculation
5. Academic standing.

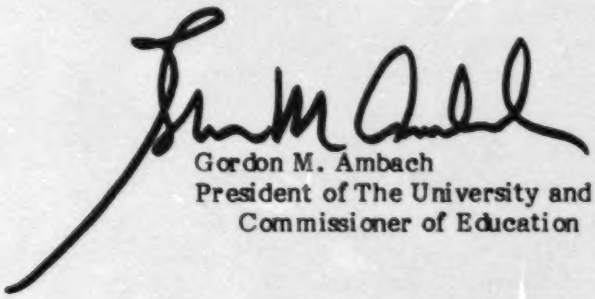
Section 607 of the law also provides that the Commissioner shall establish regulations governing institutional disclosure of information for students. Such information includes:

1. Financial aid programs
2. Educational costs
3. Refund policies
4. Instructional programs.

The Commissioner's Regulations have been revised periodically to improve the quality and administration of the programs as well as to reflect legislative changes.

Over the years, the Board of Regents has reviewed the State's student financial assistance programs and made recommendations for significant changes. Many of these recommendations formed the basis for legislative changes.

The Regents continue to review and evaluate the State's student financial aid programs. Accordingly, this report contains a description of the scope and operation of programs in the State and the results of an annual collection of student aid data to help in the planning of future directions of student aid programs. The report also recommends improvements aimed at the enlargement of educational opportunity.



Gordon M. Ambach
President of The University and
Commissioner of Education

Section

I

Recent Developments in the State's Student Aid Programs

1. The State's student financial aid programs (loans and grants) for 1981-82 totaled $1,463.7 million, of which $283.4 million was for the Tuition Assistance Programs (TAP and STAP), $1,162.8 million was for loans and $17.5 million was expended for other grant and scholarship programs. Undergraduate and graduate students received approximately 387,000 scholarship and grant awards. Approximately 496,000 student loans were approved in 1981-82.

2. Of all State-administered student aid programs, the Guaranteed Student Loan Program showed the greatest increase in activity. The number of borrowers increased from 413,300 in 1980-81 to 496,000 in 1981-82, an increase of 20 percent. For the same period, the total amount of loans increased from $875.7 million to $1,162.8 million, an increase of 32.8 percent.

3. Tuition assistance payments (TAP and STAP) increased from $252.7 million in 1980-81 to $283.4 million in 1981-82; the increases resulted mainly from the phasing-in of increased award levels established in 1981 and the initiation of the Supplemental Tuition Assistance Program (STAP) in 1981-82.

4. The estimated number of undergraduate TAP recipients in 1981-82 increased by 2.5 percent from 1980-81. Increases occurred in all sectors except at the City University. The largest increases in recipients occurred in the State University and the "Other School" category which includes hospital schools, degree-granting proprietary institutions and registered non-degree business schools with two-year programs. At the graduate level, there was an overall decrease of 10.8 percent in recipients and decreases in all sectors.

5. The average TAP award for undergraduates increased by an estimated 9.9 percent between 1980-81 and 1981-82, ($841 to $924). Average awards increased in all sectors at the undergraduate level except at City University. For graduate students, the estimated average TAP awards for all sectors increased from $382 to $396.

6. Supplemental Tuition Assistance Program (STAP) award payments were initiated in 1981-82 for those undergraduate students who are educationally disadvantaged, carrying a remedial workload, and are unable to meet the requirements of the Commissioner's Regulation on program pursuit and satisfactory academic progress as it appplies to State awards. The STAP award has a duration of one year and is calculated on the same basis as a TAP award. Under this program, a student could receive up to two additional semesters of aid payments. For 1981-82, STAP awards totaled approximately $9.4 million.

7. Legislative action in 1982 on student aid programs was limited to the following measures:

a. Refunds for overpayments of New York State and New York City income taxes, in the case of delinquent borrowers under the Guaranteed Student Loan Program, shall be credited against past due child or family support and defaults in loan repayments.

b. Eligibility for Regents awards to children of certain deceased police and fire officers is no longer restricted to instances where death occurred after the effective date of the original statute in 1981.

Section

II

Recommendations of the Regents

Over the past two decades the expansion of State-administered student financial aid programs has fostered student access and choice. This growth accompanied increases in enrollments, programs of study and student costs.

The 1981 Legislature enacted significant improvements in the undergraduate award schedules, as described in the appendix. These changes were initiated in 1981-82 and provided substantially higher awards for many first-time award recipients under a new schedule with a maximum award of $2,200 or tuition, whichever is less (Schedule X). The phase-in of the new schedule will continue in 1982-83.

There are, however, several other areas where further improvements are needed in the immediate future. The following recommendations of the Regents are aimed at enhancing the effectiveness of State student financial assistance.

Recommendations

1. Elimination of $200 reduction in TAP awards for upper-division students.

   The $200 reduction in TAP awards for undergraduate students who have received four semesters of award payments should be eliminated. When the reduction provision was established in 1974, it was assumed that upper-division undergraduate students could make larger contributions to their educational costs through higher earnings from part-time employment and increased borrowing. However, the effects of inflation on college costs have negated self-help contributions.

2. Extension of eligibility for TAP awards to part-time undergraduates.

   In order to maintain the present highly educated pool of manpower in New York State, the Regents believe that barriers to access to higher education must be minimized for persons who must study on a part-time basis. The extension of eligibility for TAP to part-time undergraduates would help minimize fiscal barriers for persons seeking career advancement or retraining for new careers. It would also assist persons—primarily women—with family responsibilities that prevent full-time study, but who are seeking to develop employment skills. The major Federal student aid programs provide some assistance to part-time students. In New York, in 1981, there were nearly 252,000 part-time undergraduates. Extension of TAP to this group would reduce a major barrier, tuition costs. Only students enrolled for not less than six nor more than eleven semester hours a semester would be eligible for awards. In recognition of fiscal considerations, eligibility would be limited to students who have completed three-fourths of their educational program and who have thereby demonstrated motivation and academic competence. Part-time students, under this proposal, would

receive awards at one-half the value of awards for full-time students at equivalent income levels, or tuition, whichever is less.

The recommendations for improving and expanding the State's student aid programs are addressed to needed changes in the near future. They will be presented as legislative proposals for consideration by the Legislature in 1983. Estimated costs will be included with the proposals.

* * * * * *

Developments since 1980 in student financial aid programs, especially at the Federal level, indicate that uncertain conditions may prevail for the next few years. It appears that 1982-83 is a critical year because of reductions in Federal program levels. The restrictions in the Guaranteed Student Loan Program, enacted in 1981, become fully operative in 1982-83. The funding for the campus-based program (Supplemental Educational Opportunity Grants, National Direct Student Loans, and College Work Study) continues to decrease. Although the maximum Pell Grant will increase from $1,670 in 1981-82 to $1,800 in 1982-83, an increase in the family contribution schedule and a $200 million reduction in the Federal appropriation will probably reduce the total State level of Pell funds. The various decreases in Federal programs will exceed the estimated increase of $23 million in TAP and STAP expenditures for 1982-83.

The 1980 Statewide Plan for the Development of Postsecondary Education proposes that by 1984 the State adopt revised policies for student aid and special support for the economically and educationally disadvantaged. Although the Federal and State programs have certainly promoted student access and choice, they are characterized by differences in program, administration and by a lack of coordination. While the outlook for the Federal programs is now uncertain, it is essential that the State review major programs (Federal and State) so as to assess goals for its programs, determine how existing programs at governmental and institutional levels operate and identify alternative ways in which State programs can meet the needs of their constituencies. There is further discussion of this topic in Section VI of this report.

The magnitude of the major State and Federal student aid programs shown in Table 1 emphasizes the need for maximum coordination of programs and clear goals.

Table 1

State and Federal Student Aid Expenditures
in New York State
Major Programs, 1981-82

Program	Amount (estimated in millions)	Percent
State		
Tuition Assistance Programs	$ 276.8[1]	14.9
Regents Scholarships	17.5	.9
State Guaranteed Loans	26.2	1.4
Total	320.5	17.3
Federal		
Pell	304.0	16.4
Supplemental Educational Opportunity Grants	28.7	1.5
State Student Incentive Grants[2]	6.6	.4
Guaranteed Student Loans[3]	1,136.6	61.3
National Direct Student Loans[4]	15.0	.8
College Work Study[5]	43.0	2.3
Total	1,533.9	82.7
Grand Total	1,854.4	100.0

[1]The total includes $9.4 million for the Supplemental Tuition Assistance Programs.

[2]This Program supplemented the State expenditure of $276.8 for the Tuition Assistance Program.

[3]The amount represents the loan capital, money made available by private lenders as a result of government guarantees and subsidies. It includes $13.3 million for two supplemental programs, ALAS and PLUS.

[4]The amount represents Federal capital only. Institutions have additional loan capital consisting of institutional matching funds, repayments of previous loans and cash on hand.

[5]The amount represents only the Federal contribution. Institutions provide at least a minimum contribution of 20 percent from the institution and, in some cases, off-campus, non-profit employers.

Section

III

The Scope of State-Administered Student Aid Programs

New York State provides an extensive program of financial assistance aimed for the improvement of college-going opportunity. This array of aid encompasses scholarships based on merit, noncompetitive tuition grants scaled on family income and tuition costs, and student loans. Basically, the State-administered programs are comprised of Regents scholarships and TAP awards, which are funded by State appropriations, and guaranteed student loan programs for which loan capital is derived from private lending agencies. The terms and conditions governing these programs are carried in Articles 13 and 14 of the Education Law. The Higher Education Services Corporation is responsible for the administration of the programs.

The State's financial assistance programs began in 1913 with the establishment of the Regents College Scholarship Program for outstanding high school seniors. Scholarship awards were based then, as now, on competitive examinations. Over the years, both the numbers and the amounts of awards increased. In addition, other special scholarship and award programs were established for both undergraduate and graduate study. The State Education Department is responsible for the selection of winners in the competitive programs and the payments are administered by the Higher Education Services Corporation.

In 1961, the Legislature established the Scholar Incentive award program, a noncompetitive grant program for full-time undergraduate and graduate students. The first awards were made in 1962. Within a few years, the size of the Scholar Incentive award program, in terms of numbers of students and annual expenditures, far exceeded the size of the competitive programs. In 1974, the Legislature established the Tuition Assistance Program (TAP). Under this program, New York State residents engage in full-time study and, meeting other eligibility requirements, receive noncompetitive grants to help meet tuition costs. The Tuition Assistance Program replaced the Scholar Incentive Program (which had maximum annual awards of $600) with a more liberal scale of awards providing a maximum annual value of $1,500, not to exceed tuition, for undergraduates. The maximum TAP award for graduate students is $600. The $1,500 maximum was raised to $1,800 in 1978 for first-time recipients retroactive to 1977-78 and to $2,200 for first-time recipients in 1981-82.

The Higher Education Services Corporation also administers the Federal Guaranteed Student Loan Program. While the program is State-administered, it is governed by Federal statute and regulations. The Corporation guarantees loans made by the financial institutions, and the Federal government pays the interest of 9 percent while the student is enrolled, provides special allowances to the lending institutions and subsidizes certain administrative costs of the Corporation. During the repayment period after termination of study, the student repays the principal amount plus 9 percent simple interest. Dependent students attending New York postsecondary institutions may receive loans up to $2,500 a year for meeting costs of approved undergraduate and vocational programs, not to exceed an aggregate of $12,500. Graduate and professional students may borrow up to $5,000 a year subject to a limit of $25,000 for combined undergraduate and graduate study.

Through the Higher Education Amendments of 1980, two additional guaranteed loan programs were established. The first, Parental Loans for Undergraduate Students (PLUS), provides for parents of dependent undergraduates to borrow up to $3,000 per year with repayment commencing 60 days after the loan is made. The non-subsidized interest rate of 14 percent dropped to 12 percent in November 1982. The other program is Auxiliary Loans to Assist Students (ALAS). Graduate students may borrow up to $3,000 per year with an aggregate of $15,000. The respective amounts for independent undergraduates are $2,500 and $12,500. The State also supports the Supplemental Loan Program for Health Professions Students. This program provides for additional loan limits of $2,500 per year for students in medicine, dentistry, veterinary medicine, podiatry, optometry and pharmacy in order to meet the high costs of health professions education. The use of these loans has been curtailed by the introduction of the ALAS program. This situation is discussed further in Section VI.

There are numerous other programs which provide financial assistance to students which are not covered by Articles 13 and 14 of the Education Law. These include tuition waiver programs at the State and City Universities, the State University Supplemental Tuition Awards Program, special State-funded opportunity programs for disadvantaged students in the independent and public colleges, and institutionally funded student assistance programs. All of these programs are administered by institutions and are not covered in this report. In addition to various student aid programs, the State provides assistance, through two programs, to residents of the State who have full-time dependents in postsecondary education. The Tuition Deduction Plan permits the taxpayer to deduct, for State income tax purposes, the lesser of one-half of tuition paid for a dependent in an institution within the State (less any TAP awards) or $1,000. A second program, the Parent's and Student's Savings Plan (PASS) permits the taxpayer to deduct amounts (up to $750 annually for each dependent) paid to a trust account and to defer payment of tax on the earnings in the fund.

Scholarship, Grant and Loan Programs

The following table shows the types of student aid and numbers of new scholarship and grant awards in 1981-82 as well as the total number of student loans.

A. Types of Aid and Numbers of Awards

Table 2

	Number of New Awards 1981-82	Amount of Annual Award	Term of Award (In Years)
Noncompetitive Awards			
Tuition Assistance Program Awards[1]	315,164	$ 100-2200	4 to 8
Child-of-Veteran Awards	1,829	450	4 or 5[3]
	316,993		
Scholarships for High School Seniors			
Regents College Scholarships	25,600	250	4 or 5[3]
Basic Nursing Scholarships	800	250	4 or 5[3]
Cornell University Scholarships	60	100-1000[2]	4
	26,460		
Other Scholarships and Fellowships			
Medical-Dental Scholarships	130	350-4000	4
Lehman Fellowships	30	4000-5000	4
Optometry Scholarships	5	350-1000	4
Veterinary Scholarships	10		
	175		
The student loan program, 1981-82[4]	496,000	2,500-5,000	

[1] Data reported in Higher Education Services Corporation, 1983-84 preliminary budget request and includes about 17,800 recipients of Supplemental Tuition Assistance awards.

[2] Awards are administered and funded by Cornell University and provide for tuition reduction.

[3] Awards may be held for five years if the academic program requires more than four years for completion.

[4] The number includes approximately 5,560 ALAS and PLUS loans and 11,780 SSLP HPS loans.

B. Total Annual Financial Assistance to College Students

The student financial aid programs of New York State totaled nearly $1.5 billion in 1981-82. During that year, they provided about 387,000 scholarship and grant awards. About 496,000 student loans were approved in 1981-82. The total expenditures of $1.46 billion represent an increase of about 28 percent over the total outlay of $1.14 billion in 1980-81. The TAP and Regents Scholarship program expenditures increased from $270.5 million in 1980-81 to $301 million in 1981-82. The higher level of expenditures is attributed primarily to the phasing-in of the higher TAP schedule for undergraduates, initiated in 1981-82, with a maximum undergraduate TAP award of $2,200 for first-time recipients. The maximum for other undergraduate recipients was $1,800. Student loans increased from $875.7 million in 1980-81 to $1,162.8 million in 1981-82, an increase of 32.3 percent. This dramatic increase, which accounts for most of the increase in State-administered programs, is due to expanded numbers of borrowers (a family income limitation was removed by the Federal Middle Income Student Assistance Act of 1978) as well as increased participation by lending institutions and increased demand for loans to meet increasing college costs. As explained in Section III, a number of changes in the Guaranteed Student Loan Program in 1981 reduced the levels of participation and the total amounts of loans after 1981-82.

Table 3
Payments and Aid Recipients
1980-81 and 1981-82[1]

	Students		Amount (in millions)		Percent Change in Amount
	1980-81	1981-82	1980-81	1981-82	
Tuition Assistance Program Awards	309,570	315,164	$ 252.7	$ 283.4[2]	+12.1
Regents Scholarships, Fellowships and Child of Veteran Awards	72,265	71,760	17.8	17.5	-1.7
Student Loans	413,307	496,051	875.7	1,162.8[3]	+32.8
Total	795,142[4]	882,975[4]	$ 1,146.2	$1,463.7	+27.7

[1]Data reported in Higher Education Services Corporation preliminary budget request for 1983-84.

[2]The total for 1981-82 awards includes $6.6 million from the Federal State Student Incentive Program and $9.4 million in Supplemental Tuition Assistance Program awards to 17,800 students.

[3]The total includes $26.2 million in State Guaranteed Loans.

[4]Total contains duplicated numbers of recipients (students who are receiving assistance from more than one program).

Section

IV

The Scope of Other Federal Student Aid Programs in New York

Students in the State's postsecondary institutions also participate in various Federal need-based student aid programs in addition to the Guaranteed Student Loan program previously described. There are four major programs, three of which are administered by the colleges. The college administered programs are the National Direct Student Loan Program (NDSL), the College Work Study Program (CWS), and the Supplemental Educational Opportunity Grant Program (SEOG). The colleges receive annual allocations of funds, based on reviews of their requests and Federal allocation formulas, and distribute the funds on the basis of need. There is also a national entitlement program for undergraduates, the Pell Grants, formerly known as the Basic Educational Opportunity Grant Program (BEOG). In this program, the student applies, typically through the application used for the campus-based programs, to an agency under Federal contract which issues eligibility certificates to students. The students decide where they will use their awards, and the certificates are then the basis for credit or cash towards educational expenses. The campus financial aid officer is responsible for "packaging" or combining various Federal, State, and institutional awards so they may meet, but not exceed, the student's financial need.

Postsecondary Student Assistance Amendments of 1981

In 1981, Congress enacted the Postsecondary Student Assistance Amendments which limited or reduced the expansion of programs provided for under the Higher Education Amendments of 1980. The changes included limitation of GSL eligibility through a financial needs test where the adjusted family income exceeds $30,000, an origination fee of 5 percent of the loans, the establishment of Auxiliary Loans to Assist Students (ALAS), raising the interest rates on NDSL loans from 4 to 5 percent, reducing the award scale and appropriations for Pell Grants and reducing appropriations for the three campus-based programs (NDSL, SEOG and CWS). The GSL program changes did not have a major impact in the academic year 1981-82 as they became effective in October 1981, after most students had taken their loans for the year.

Distribution of Federal Aid Funds

Table 4 shows distributions of funds under the four major Federal programs for the two most recent years. It should be noted that the totals for each year of the campus-based programs are understated because the full amounts for the NDSL and CWS Programs are not available for both years (In Section VI the full amounts for 1980-81 are displayed). For example, the NDSL allocations represent Federal capital contributions. The amounts do not include institutional capital contributions of one-ninth the Federal allocation, nor do they include funds from collections of previous loans or cash on hand. Thus the funds available for loans exceed the amounts listed. The CWS allocations do not include an additional minimum 20 percent capital contribution from institutional or off-campus (nonprofit) employers. Some institutions are able to obtain higher proportions of off-campus contributions. The SEOG funds do not require capital contributions. The estimated numbers of recipients under the campus-based programs are also understated because the larger amounts of program funds would permit additional awards.

Table 4
Estimated Distribution of Federal Student Aid Funds in New York
By Program, 1980-81 and 1981-82

Program	1980-81 Amount (in millions)	1980-81 Estimated No. of Recipients	1981-82 Amount (in millions)	1981-82 Estimated No. of Recipients
Pell Grants	$312.0	313,270	$304.0	301,260
Supplemental Educational Opportunity Grants	$ 30.0	54,500	$ 28.7	44,000
National Direct Student Loans	$ 26.3	74,800	$ 15.0	69,930
College Work Study	$ 52.3	101,560	$ 43.0	69,630
Total	$420.6		$390.7	

Data from Bureau of Student Financial Assistance, United States Department of Education. Numbers and amounts under the programs for 1981-82 are based on preliminary estimates Actual disbursements, which are not available, will produce adjustments for the figures in the table. Institutional contributions are not included in the amounts for the National Direct Student Loan and College Work Study Program. Also, National Direct Student Loan figures do not include cash on hand or funds from repayments which are available for relending.

The total amount of $390.7 million for the four programs in 1981-82 represents an overall 7 percent decrease from 1980-81. The total funding for the three campus-based programs (SEOG, NDSL and CWS) showed a decrease of $22 million in 1981-82, a loss of 20.2 percent. The changes in the amounts for the campus-based programs reflect reductions in Federal appropriations. The decrease in Pell Grants is the result of 1981 legislation which changed the award scale, dropping the maximum award from $1,750 to $1,670 and increasing the family contribution schedule. Overall, the relationship of the campus-based funding to the Pell Grants funding changed for the two years; in 1980-81 the campus-based funds equalled 34.8 percent of the Pell Grants and for 1981-82 they equalled about 28.5 percent of the Grants. The campus-based funds in the past have allowed institutions some flexibility in supplementing the two major grant programs, TAP and Pell grants. The reduction in the campus-based funds, combined with increasing attendance costs, has required greater reliance on the GSL and, in some instances, institutional funds.

The Federal campus-based and Pell Grant programs are not duplicative of TAP awards. The campus-based aid supplements the Pell and TAP awards in meeting all educational costs. The TAP award is limited to tuition and the Pell Grant presently may not exceed one-half of educational costs. While a higher TAP award scale is being phased-in, commencing in 1981-82, the Pell award scale was lowered as educational costs increased.

The foregoing data on the Federal programs provide a dimension of comparison with the State-administered student aid programs. The combined amount of Federal student aid for the four major programs in 1981-82 was nearly $391 million and represents about 21 percent of the total financial aid available to students in the State from major Federal and State programs.

In order to better understand the effectiveness of student aid programs, it is necessary to obtain and analyze data on Federal and State programs. The collection and analysis of data have commenced. Through the annual data collection program of the Department's Higher Education Data System (HEDS), postsecondary institutions in the State have furnished considerable amounts of information about institutional and Federal programs. These data were augmented by reports from the Higher Education Services Corporation on State programs. Further discussion of the data is presented in Section VI.

Section

V

Trends in Awards and Payments in the Tuition Assistance Program

The 1981-82 academic year marked the first phase-in year of a new TAP award scale for first-time recipients in 1981-82. Under that scale, the maximum award is $2,200 or tuition, whichever is less. The second year of the new scale (Schedule X) is in effect in 1982-83. Other award scales are described in the Appendix. The 1981-82 year also marked the initiation of the Supplemental Tuition Assistance Program (STAP). STAP data are included in the 1981-82 figures.

Numbers of recipients by sector and level

As indicated in Tables 5 and 6, the overall number of TAP recipients increased by 2.5 percent between 1980-81 and 1981-82 while the overall full-time enrollment increased by 1.1 percent. The increase in numbers of recipients occurred in all undergraduate sectors except at the City University. At the same time, enrollments were increasing in all sectors and levels except at City University senior colleges. At the graduate level the numbers of recipients declined in all sectors while enrollments increased.

The overall increase in recipients, entirely at the undergraduate level, exceeded the increase in undergraduate enrollment by about a 2.2 ratio. However, the distribution of the increased recipients between public and non-public colleges was such that the proportions of recipients at the two types of institutions remained about the same; slightly more than 60 percent of the recipients were in the public colleges. A similar proportion of graduate recipients was in the independent sector.

Utilization rates by sector and level

Utilization rates indicate the proportion of full-time students who are TAP recipients. These rates are shown by sector and level in Table 6. The rates are, of course, affected by a number of factors which control eligibility for awards. These factors include the numbers or proportions of students who are not residents of the State, whose family incomes exceed those prescribed for TAP eligibility or who otherwise do not meet award eligibility requirements.

Table 6 indicates inconsistent utilization in patterns. The overall undergraduate rate remained unchanged. The rate at the State University increased with enrollment, unlike the pattern in the independent sector. The decline at City University was consistent with the drop in enrollment. The rate declined in all graduate sectors despite enrollment increases. The reasons for these inconsistent patterns have not been determined.

Table 7 shows how the utilization rates are affected by the factor of State residency, one of the eligibility requirements for TAP awards. Comparing the overall 1981-82 rate at the undergraduate level in Tables 6 and 7, the utilization rate is about 7 percent higher (57.3 vs. 49.9) when only State residents are considered. Among the undergraduate sectors, the independent colleges show the greatest increase, from 41.3 to 55.8 percent. At the graduate level, the residency factor produces an increase of about 11 percent in the rate. The increases for the State University and the independent sector were nearly the same.

Changes in the utilization rate, adjusted for residence, between 1979-80 and 1981-82 are also shown in Table 7. The figures in brackets are those for 1979-80. At all levels the proportions decreased in 1981-82. The reasons for the changes are not readily apparent.

Payments by sector and level

Table 8 provides a distribution of TAP awards by sector and level for 1980-81 and 1981-82. The proportions of payments between sectors changed slightly. At the undergraduate level, the public colleges received about 1.8 percent less of the undergraduate payments in 1981-82 than in 1980-81, due to the decline in City University awards. At the graduate level there was a slight increase in the proportion of payments to the public colleges. Although the numbers of public college recipients at the undergraduate level represent about 61 percent of the total, they receive about 41 percent of the payments to undergraduates. The lower proportion of payments reflects the lower public college tuition charges to which the TAP awards are applied. At the graduate level, where tuition charges in all sectors exceed the $600 maximum TAP award, the proportions of payments are rather close to the proportions of recipients.

Average awards

The changes in average awards between 1980-81 and 1981-82 are shown in Table 9. The overall increase of 9.9 percent in the average undergraduate award reflects only one year's higher award levels associated with the enriched award scale.

The general 1.8 percent decrease in the average award at the City University colleges probably resulted from general changes in family income level as the tuition level remained stationary. At the graduate level the average awards increased in all sectors.

* * * * *

The establishment of TAP in 1974 had the purposes of providing larger amounts of tuition assistance to all eligible students and, through a much higher maximum award than under the predecessor Scholar Incentive Program, facilitating choice as well as access.

During the period in which the Tuition Assistance Program has grown, the various Federal student aid programs also expanded as larger numbers of students have received aid, particularly through the basic grants (now Pell Grants) and GSLP programs. The enlargement of eligibility created by the Middle Income Student Assistance Act of 1978 and the Higher Education Amendments of 1980, has been restricted through Congressional action in 1981, as noted in Section IV. As a result of these changes, students in New York institutions will receive lesser amounts of Federal aid. TAP, particularly under the new award scale initiated in 1981-82, will become an even more important resource.

Table 5
Number of TAP Recipients by Sector and Level
1980-81 and 1981-82

	1980-81		1981-82[1]		
	Number	Percent of Total	Number	Percent of Total	Percent Change in Number from '80-'81
Undergraduate	292,792	100.0[2]	300,192	100.0	+ 2.5
State University	103,158	35.2	108,902	36.3	+5.6
State-operated	60,467	20.6	63,639	21.2	+5.2
Community Colleges	42,691	14.6	45,263	15.1	+6.0
City University	76,925	26.3	73,693	24.5	- 4.2
Senior Colleges	49,574	16.9	46,641	15.5	- 5.9
Community Colleges	27,351	9.3	27,052	9.0	- 1.1
Independent Colleges	91,119	31.1	91,592	30.5	+ .5
Other Schools[3]	21,590	7.4	26,005	9.7	+20.4
Graduate	16,778	100.0	14,972	100.0	-10.8
State University	5,158	30.7	4,836	32.3	- 6.2
City University	1,373	8.2	1,205	8.0	-12.2
Independent Colleges	10,247	61.1	8,931	59.7	-12.8
TOTAL	309,570		315,164		+ 1.8

[1]Estimated number of TAP recipients reported as annual average number of recipients in the Higher Education Services Corporation preliminary budget request for 1983-84.

[2]Detail may not add to total due to rounding.

[3]Includes hospital schools, degree-granting proprietary institutions, and registered non-degree business schools with curricula of two years duration.

Table 6

Utilization Rates for TAP Recipients by Level of Enrollment and Type of Institution[1]
1980-81 and 1981-82

	1980-81 Enrollment (Full-time)	TAP Recip. as % of Enrollment	1981-82 Enrollment (Full-time)	TAP Recip. as % of Enrollment	Percent change in Enrollment
Undergraduate	543,047	49.9	549,268	49.9	+ 1.1
State University	222,075	46.5	225,861	48.2	+ 1.7
State-operated	132,450	45.7	133,159	47.8	+ .5
Community Colleges	89,628	47.6	92,702	48.8	+ 3.4
City University	103,209	74.5	101,444	72.6	- 1.7
Senior Colleges	72,435	68.4	70,520	66.1	- 2.6
Community Colleges	30,774	88.9	30,924	87.5	+ .5
Independent Colleges	217,763	41.8	221,963	41.3	+ 1.9
Graduate	68,249	24.6	69,127	21.7	+ 1.3
State University	15,400	33.5	15,528	31.1	+ .8
City University	4,522	30.4	4,743	25.4	+ 4.9
Independent Colleges	48,327	21.2	48,856	18.3	+ 1.1

[1]Enrollments reported by the State Education Department for Fall 1980 and Fall 1981.

Table 7

Utilization Rates for TAP Recipients by Level of Enrollment, State Residence and Type of Institution[1] 1981-82

	1981-82 Enrollment Full-Time	1981-82 Enrollment Full-Time State Residents	TAP Recip.	TAP Recip. as % of Enrollment Full-Time State Residents[2]	
Undergraduate	549,268	478,905	274,187	57.3	(60.2)
State University	225,861	217,168	108,902	50.1	(51.1)
City University	101,444	97,646	73,693	75.5	(79.4)
Independent Colleges	221,963	164,101	91,592	55.8	(58.7)
Graduate	69,127	46,088	14,972	32.5	(35.7)
State University	15,528	11,527	4,836	42.0	(47.5)
City University	4,743	3,867	1,205	31.2	(39.5)
Independent Colleges	48,856	30,694	8,931	29.1	(31.4)

[1] Enrollments reported by the State Education Department.

[2] Percentages in brackets are for 1979-80.

Table 8

TAP Payments by Sector
1980-81 and 1981-82

	1980-81		1981-82[1]	
	Amount (in millions)[2]	Percent of Total[2]	Amount (in millions)[2]	Percent of Total[2]
Undergraduate	$246.2	100.0	$277.5	100.0
State University	53.3	21.6	64.2	23.1
State-operated	32.1	13.0	39.7	14.3
Community Colleges	21.3	8.6	24.5	8.8
City University	50.1	20.3	47.1	17.0
Senior Colleges	31.8	12.9	29.4	10.6
Community Colleges	18.3	7.4	17.7	6.4
Independent Colleges	114.5	46.6	122.0	44.0
Other Schools[3]	28.3	11.5	44.2	15.9
Graduate	6.4	100.0	5.9	100.0
State University	2.0	31.3	2.0	33.9
City University	.5	7.8	.5	8.5
Independent Colleges	3.9	60.9	3.4	57.6
TOTAL	$252.6		$283.4	

[1]Estimated amounts reported in the Higher Education Services Corporation 1983-84 preliminary budget request.

[2]Detail may not add to total due to rounding.

[3]Includes hospital schools, degree-granting proprietary institutions, and registered non-degree business schools with two-year curriculum.

Table 9

Average TAP Awards By Sector and Level of Study

	Average Amounts[1] 1980-81	1981-82	Percent Increase
Undergraduate	$ 841	$ 924	9.9
State University	517	590	14.1
State-operated	530	624	17.7
Community Colleges	498	541	8.6
City University	651	639	- 1.8
Senior Colleges	641	631	-1.6
Community Colleges	669	652	- 2.5
Independent Colleges	1,257	1,332	5.9
Other Schools[2]	1,312	1,701	29.6
Graduate	$ 382	$ 396	3.7
State University	387	407	5.2
City University	385	435	13.0
Independent Colleges	379	384	1.3

[1] Derived from Higher Education Services Corporation 1983-84 preliminary budget request.

[2] Includes hospital schools, degree-granting proprietary institutions, and registered business schools with two-year curricula.

Section

VI

The Relationship of State, Federal, and Institutional Student Aid Programs

The major State and Federal student aid programs in New York provided approximately $1.9 billion to students in 1981-82. Supplementing this assistance, of course, are funds from other governmental programs as well as institutional funds. This assistance, in all its various forms, has a considerable impact on student access and choice. Student assistance programs are a major element in the funding of postsecondary education. On the Federal level, considerable debate preceded the restrictions imposed by 1981 legislation. The changes have drawn national attention through prominent media coverage. This attention will likely continue as the impact of the 1981 legislation becomes clearer and also as the Reagan Administration seeks additional cuts in program expenditures.

The 1981 reductions have applied primarily to the GSL and campus-based programs in New York. As noted in Section IV, the reductions for 1981-82 involved higher family contributions and a lower award scale for the Pell Grant Program and the establishment of a needs test for the GSLP.

For 1982-83, there will be further reductions in the level of Federal funding for nearly all of the programs. Table 10 provides an estimate of Federal and State expenditures for 1982-83 as well as a comparison with 1981-82. In the case of the Pell Grants, the maximum award will increase from $1,670 to $1,800 but the family contribution schedule calls for higher contributions which will probably reduce the average award. The estimate for the Guaranteed Student Loan Program (GSLP) is based on a recent estimate by the Higher Education Services Corporation. Reductions in campus-based programs are the result of lower Federal appropriations.

At the State level, TAP expenditures will increase as the phase-in of the new undergraduate award scale continues. However, the volume of loans under the State Supplemental Loans Program for Health Professions Students (SSLPHPS) will radically decline. Prior to the 1981 changes in the GSLP, health professions students who had borrowed the annual $5,000 limit under GSLP could borrow an additional $2,500 through SSLPHPS, for a maximum of $7,500. As a result of the 1981 legislation, ALAS loans (described in the Section III) are considered GSLP loans and students must utilize those loans (which provide $3,000 annually) after borrowing $5,000 under the regular GSLP. The combined GSLP and ALAS loans of $8,000 exceed the $7,500 limit under GSLP and SSLPHPS and, thus, eligibility for SSLPHPS is reduced. Only those students ineligible for regular GSLP loans, or eligible for partial amounts, would be eligible to use SSLPHPS loans.

The estimated 1982-83 expenditures in Table 10 indicate a total reduction of about 3 percent. The actual utilization of Pell Grants and GSLP loans will largely determine the accuracy of the overall estimate.

Table 10

State and Federal Student Aid Expenditures
in New York State
Major Programs, 1981-82 and 1982-83

Program	Amount (estimated in millions)		Percent Change in Amount
State	1981-82	1982-83	
Tuition Assistance Programs[1]	276.8	300.4	+9.0
Regents Scholarships	17.5	17.7	1.1
State Supplemental Loans	26.2	3.5	-86.6
Total	320.5	321.6	.3
Federal			
Pell Grants	304.0	300.0	-1.3
Supplemental Educational Opportunity Grants	28.7	27.4	-4.5
State Student Incentive Grants[2]	6.6	6.4	-3.0
Guaranteed Student Loans[3]	1136.6	1,079.0	-5.1
National Direct Student Loans[4]	15.0	16.4	+.9
College Work Study[5]	43.0	42.5	-1.2
Total	1,533.9	1,471.7	-4.1
Grand Total	1,854.4	1,793.3	-3.3

[1]The totals include Supplemental Tuition Assistance Program awards.

[2]This Program supplements the State expenditures for the Tuition Assistance Program.

[3]The amount represents the loan capital, money made available by private lenders as a result of government guarantees and subsidies. It includes ALAS and PLUS loans.

[4]The amount represents Federal capital only. Institutions have additional loan capital consisting of institutional matching funds, repayments of previous loans and cash on hand.

[5]The amount represents only the Federal contribution. Institutions provide at least a minimum contribution of 20 percent from the institution and, in some cases, off-campus non-profit employers.

The effects of changes enacted in student aid programs, and the possibility of further changes, will be felt during the balance of the 1980's when the postsecondary educational environment will also be affected by changes in enrollments and escalating attendance costs. This period will likely be characterized by intensified pressure on one hand to limit public expenditures for student aid programs while counter-efforts seek to hold or raise levels of assistance as institutions struggle with fixed cost items, inflation and declines in enrollments and tuition income.

Although State and Federal programs have obviously succeeded in promoting access and choice, they are characterized by a considerable lack of planned coordination and the use of different funding mechanisms, financial needs tests and application procedures. The conditions are largely the result of the fact that the major government aid programs were established at different times for different purposes without an underlying or unifying rationale. It is because of these conditions that it is difficult to perceive how the State and Federal programs mesh. The lack of coordination also creates a situation in which the State has not had important data on how the Federal programs contribute to access and choice, particularly with respect to family incomes, the relationships between grants, loans and part-time employment, the extent to which such aid meets total expenses and the amounts and kinds of assistance received by part-time students as well as full-time students. In order to understand the effectiveness of State award programs it is necessary to obtain and analyze data on the Federal and State programs and relate the Federal effort to that of the State.

As indicated in Section IV, the Department has initiated the collection of data on major governmental programs as well as those funded by the institution. Data on Federal and institutional programs was supplied by the institutions through the use of a survey in the Department's annual Higher Education Data System (HEDS) collection. Additional data on State administered programs was provided by the Higher Education Services Corporation and offices in the Department. The base year in what will be an annual data collection is 1980-81. The analysis of information collected on an annual basis will permit a better understanding of Federal, State, and institutional programs and the consideration of alternative arrangements of programs and costs.

The data will be reported in two sections. The first section, which is summarized in this report, provides tabulations of amounts, recipients, and average awards for individual institutions, institutional types, and State-wide sectors. A second report will deal with family income data and the relationships of student aid to total revenues, tuition and fee revenues, and educational and general expenditure. The following sections provide summary data and observations from the HEDS student aid survey.

Student Financial Aid Programs in New York State
Summary Data
1980-81

The six tables in this section provide a perspective on the distribution of various governmental and institutional aid programs. Tables 11 and 12 provide a State-wide report, by sector, of amounts of aid and numbers of recipients by program and level. Tables 13 and 14 show the various programs by level, and proportions of total aid. Tables 15 and 16 report average aid amounts, by program and level.

Table 11: Sources of Student Financial Aid Distributed to Undergraduate Students in New York State By Sector 1980-81

(Amount and Number of Recipients)

Sources of Student Financial Aid	SUNY		CUNY		Independent		Proprietary[1]		All Sectors	
	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number
A. GRANTS										
Institutional	$ 7,103,493	9,698	$ 6,347,000	--	$110,037,051	61,652	$ 496,640	195	$ 123,984,184	71,545
From unrestricted funds	1,522,682	682	--	--	89,239,759	47,613	3,690	12	90,766,131	48,307
From endowed funds	394,777	1,158	1,690,000	--	13,468,043	9,289	--	--	15,552,820	10,447
Tuition and fee remissions	732,371	1,675	--	--	4,349,410	2,735	43,040	47	5,124,821	4,457
Tuition and fee exemptions	156,261	319	--	--	343,563	641	448,410	133	948,234	1,093
Funded tuition waivers	1,427,005	3,137	4,657,000	--	734,000	--	--	--	6,818,005	3,137
Other institutional grants	2,870,397	2,727	--	--	1,902,276	1,374	1,500	3	4,774,173	4,104
Private	2,312,976	5,102	569,000	--	16,611,995	6,549	156,901	180	19,650,872	11,831
NYS										
TAP	53,486,184	111,968	50,031,828	86,920	115,278,550	95,091	15,355,245	12,667	234,151,807	306,646
Regents Scholarship	6,884,111	27,578	1,074,381	4,350	8,340,312	33,868	68,170	249	16,366,974	66,045
Opportunity Programs	5,899,113	12,523	4,248,581	11,214	4,130,158	6,490	7,427	45	14,285,279	30,272
Other NYS Grants	139,343	150	1,558	2	87,780	89	10,083	10	238,764	251
PELL	85,940,816	96,522	79,123,984	88,041	93,623,586	85,603	9,820,040	10,012	268,508,426	280,178
SEOG	6,406,558	13,894	5,672,889	13,182	16,841,241	24,444	866,088	1,229	29,786,776	52,749
Other governmental grants	2,596,336	2,846	2,254,000	--	6,961,176	3,066	584,272	405	12,395,784	6,317
Subtotal Grants	$170,768,930		$149,323,221	--	$371,911,849		$27,364,866		$ 719,368,866	
B. LOANS										
NDSL	12,997,289	18,722	4,724,045	7,812	26,847,572	29,768	159,139	381	44,727,945	56,683
GSL										
Administered by NYS	170,245,882	101,163	35,273,748	24,023	206,066,750	108,953	16,036,923	8,951	427,623,303	243,090
Administered by Other States	3,845,333	1,826	--	--	39,272,801	18,063	1,630,23[illegible]	751	44,748,372	20,640
Institutional	84,948	827	--	--	1,231,764	1,372	--	--	1,316,712	2,199
Other Loans	773,547	830	386,431	486	2,049,961	1,886	--	--	3,209,939	3,202
Subtotal Loans	$187,946,999		$ 40,384,224		$275,468,848		$17,826,200		$ 521,626,271	
C. STUDENT ASSISTANTSHIPS	$ 2,805,602	4,4[illegible]	--	--	$ 1,423,188	1,105	$ 68,785	122	$ 4,297,575	5,649
D. WAGES PAID TO STUDENTS										
Institutional	5,834,924	10,330	--	--	14,783,171	13,602	31,060	40	20,649,155	23,972
From unrestricted funds	4,567,176	7,549	--	--	12,741,114	13,010	31,060	40	17,339,350	20,599
From restricted funds	1,267,748	2,781	--	--	2,042,057	592	--	--	3,309,805	3,373
College Work Study	12,736,003	19,796	10,324,730	12,319	26,738,845	31,416	288,847	359	50,088,425	63,890
Federal	10,203,877		8,259,782		18,710,034		221,051		37,394,744	
Institutional	2,532,126		2,064,948		8,028,811		67,796		12,693,681	
Subtotal Wages	$ 18,570,927		$ 10,324,730		$ 41,522,016		$ 319,907		$ 70,737,580	
E. OTHER STUDENT AID	$ 171,490	562	--	--	$ 2,079,565	1,505	$ 24,435	55	$ 2,275,490	2,122
F. TOTAL STUDENT AID	$380,263,948		$200,032,175		$692,405,466		$45,604,193		$1,318,305,782	

[1] Degree-granting schools only.

Table 12: Sources of Student Financial Aid Distributed to Graduate Students in New York State By Sector 1980-81

(Amount and Number of Recipients)

Sources of Student Financial Aid	SUNY		CUNY		Independent		All Sectors	
	Amount	Number	Amount	Number	Amount	Number	Amount	Number
A. GRANTS								
Institutional	$ 9,322,120	13,119	$ 377,000	--	$ 39,687,533	12,756	$ 49,386,653	25,741
From unrestricted funds	361,500	118	--	--	18,252,020	6,962	18,613,520	7,080
From endowed funds	32,980	76	--	--	5,347,586	1,954	5,380,566	2,030
Tuition and fee remissions	13,667	35	--	--	8,663,291	3,712	8,676,958	3,747
Tuition and fee exemptions	105,361	145	--	--	52,468	78	157,829	223
Funded tuition waivers	8,093,872	12,316	377,000	--	7,243,568	--	15,714,440	12,316
Other institutional grants	714,740	429	--	--	128,600	50	843,340	479
Private	330,505	318	139,000	--	3,970,564	1,300	4,440,069	1,618
NYS								
TAP	1,974,366	5,343	523,846	1,554	3,828,940	9,238	6,327,152	16,135
Regents Scholarship	313,197	162	33,350	8	757,708	338	1,104,255	508
Other governmental grants	1,352,057	220	--	--	6,614,254	1,955	7,966,311	2,175
Subtotal Grants	$13,292,245		$ 1,073,196		$ 54,858,999		$ 69,224,440	
B. LOANS								
NDSL	$ 1,826,775	1,286	$ 1,277,943	1,026	$ 10,421,330	5,694	$ 13,526,048	8,006
GSL								
Administered by NYS	33,181,254	10,359	9,452,462	3,857	141,627,793	41,056	184,261,509	55,272
Administered by other states	599,397	167	--	--	19,992,748	4,233	20,582,145	4,400
Institutional	50,519	141	--	--	2,746,897	1,627	2,797,416	1,768
Other loans	1,279,217	687	--	--	3,540,718	1,633	4,819,935	2,320
Subtotal Loans	$36,937,162		$10,730,405		$178,319,486		$225,987,053	
C. STUDENT ASSISTANTSHIPS	$18,360,986	5,613	--	--	$ 14,617,870	3,846	$ 32,978,858	9,459
D. WAGES PAID TO STUDENTS								
Institutional	$ 183,204	218	--	--	$ 9,416,715	480	$ 9,599,919	698
From unrestricted funds	113,234	194	--	--	5,136,363	416	5,249,597	610
From restricted funds	69,970	24	--	--	4,280,352	64	4,350,322	88
College Work Study	1,095,883	1,241	628,098	379	5,899,236	3,344	7,623,217	4,964
Federal	872,760		502,478		4,486,166		5,861,404	
Institutional	223,123		125,620		1,413,070		1,761,813	
Subtotal Wages	$ 1,279,087		$ 628,098		$ 15,315,951		$ 17,223,136	
E. OTHER STUDENT AID	--	--	--	--	$ 7,848	6	$ 7,848	6
F. TOTAL STUDENT AID	$69,869,480		$12,431,699	--	$263,120,156	7,276	$345,421,335	

SOURCE: NYSED, Postsecondary Research and Information Systems (SKS/10/82)

Table 13
Sources of Financial Aid As a Proportion of Total Student Aid
Distributed to Undergraduate Students in New York State By Sector 1980-81

Sources of Student Financial Aid	(Percent) SUNY	CUNY	Independent	Proprietary[1]	All Sectors
A. GRANTS					
Institutional	1.9	3.2	15.9	1.1	9.4
From unrestricted funds	0.4	- -	12.9	**	6.9
From endowed funds	0.1	0.8	1.9	- -	1.2
Tuition & fee remissions	0.2	- -	0.6	0.1	0.4
Tuition & fee exemptions	**	- -	**	1.0	0.1
Funded tuition waivers	0.4	2.3	0.1	- -	0.5
Other institutional grants	0.8	- -	0.3	**	0.4
Private	0.6	0.3	2.4	0.3	1.5
NYS					
TAP	14.1	25.0	16.6	33.7	17.7
Regents Scholarship	1.8	0.5	1.2	0.1	1.2
Opportunity Programs	1.6	2.1	0.6	**	1.1
Other NYS grants	**	**	**	**	**
PELL	22.6	39.6	13.5	21.5	20.3
SEOG	1.7	2.8	2.4	1.9	2.3
Other governmental grants	0.7	1.1	1.0	1.3	0.9
All Grants	44.9	74.6	53.7	60.0	54.5
B. LOANS					
NDSL	3.4	2.4	3.9	0.3	3.4
GSL					
Administered by NYS	44.8	17.6	29.8	35.2	32.4
Administered by other states	1.0	- -	5.7	3.6	3.4
Institutional	**	- -	0.2	- -	0.1
Other loans	0.2	0.2	0.2	- -	0.2
All Loans	49.4	19.3	39.8	39.1	39.6
C. STUDENT ASSISTANTSHIPS	0.7	- -	0.2	0.2	0.3
D. WAGES PAID TO STUDENTS					
Institutional	1.5	- -	2.1	0.1	1.6
From unrestricted funds	1.2	- -	1.8	0.1	1.3
From restricted funds	0.3	- -	0.3	- -	0.3
College Work Study	3.4	5.1	3.9	0.6	3.8
Federal	2.7	4.1	2.7	0.5	2.8
Institutional	0.7	1.0	1.2	0.1	1.0
All Wages	4.9	5.2	6.0	0.7	5.4
E. OTHER STUDENT AID	**	- -	0.3	0.1	0.2
F. TOTAL STUDENT AID	100.0	100.0	100.0	100.0	100.0

NOTE: Due to rounding, certain subtotals may be greater than or less than the sum of its subparts.
**Represents less than .05 percent

Source: NYSED, Postsecondary Research and Information Systems (SKS/12/82)

[1]Degree-granting schools only.

Table 14
Sources of Financial Aid As a Proportion of Total Student Aid
Distributed to Graduate Students in New York State By Sector 1980-81

Sources of Student Financial Aid	(Percent) SUNY	CUNY	Independent	All Sectors
A. GRANTS				
Institutional	13.3	3.0	15.1	14.3
From unrestricted funds	0.5	--	6.9	5.4
From endowed funds	**	--	2.0	1.6
Tuition & fee remissions	**	--	3.3	2.5
Tuition & fee exemptions	0.2	--	**	**
Funded tuition waivers	11.6	3.0	2.8	4.5
Other institutional grants	1.0	--	**	0.2
Private	0.5	1.1	1.5	1.3
NYS				
TAP	2.8	4.2	1.5	1.8
Regents Scholarship	0.4	0.3	0.3	0.3
Other governmental grants	1.9	--	2.5	2.3
All Grants	19.0	8.6	20.8	20.1
B. LOANS				
NDSL	2.6	10.3	4.0	3.9
GSL				
Administered by NYS	47.5	76.0	53.8	53.6
Administered by other states	0.9	--	7.6	6.0
Institutional	0.1	--	1.0	0.8
Other loans	1.8	--	1.3	1.4
All Loans	52.9	86.3	67.8	65.4
C. STUDENT ASSISTANTSHIPS	26.3	--	5.6	9.6
D. WAGES PAID TO STUDENTS				
Institutional	0.3	--	3.6	2.8
From unrestricted funds	0.2	--	2.0	1.5
From restricted funds	0.1	--	1.6	1.3
College Work Study	1.5	5.1	2.2	2.2
Federal	1.2	4.1	1.7	1.7
Institutional	0.3	1.0	0.5	0.5
All Wages	1.8	5.1	5.8	5.0
E. OTHER STUDENT AID	--	--	**	**
F. TOTAL STUDENT AID	100.0	100.0	100.0	100.0

NOTE: Due to rounding, certain subtotals may be greater than or less than the sum of its subparts.
**Represents less than .05 percent.

Source: NYSED: Postsecondary Research and Information Systems (SKS/12/82)

Table 15
Average Financial Aid Award by Program
Received by Undergraduate Student Recipients in New York State
By Sector 1980-81

(Rounded to the nearest whole dollar)

Sources of Student Financial Aid	SUNY	CUNY	Independent	Proprietary[1]	All Sectors
A. GRANTS					
Institutional	$ 555	N/A*	$1,090	$2,547	$1,021
From unrestricted funds	406	--	1,097	308	1,087
From endowed funds	334	N/A	980	--	909
Tuition & fee remissions	437	--	1,310	916	978
Tuition & fee exemptions	490	--	536	3,372	868
Funded tuition waivers	329	N/A	N/A	--	329
Other institutional grants	1,028	--	1,384	500	1,147
Private	442	N/A	880	872	691
NYS					
TAP	478	576	1,212	1,212	764
Regents Scholarship	250	247	246	274	248
Opportunity Programs	471	379	636	165	472
Other	929	779	949	1,008	938
Pell	867	899	1,075	981	945
SEOG	461	430	666	705	554
Other governmental grants	912	N/A	1,074	1,443	1,025
B. LOANS					
NDSL	694	605	900	417	788
GSL					
Administered by NYS	1,683	1,468	1,891	1,792	1,759
Administered by other states	2,106	--	2,174	2,171	2,168
Institutional	103	--	898	--	599
Other loans	911	795	1,041	--	970
C. STUDENT ASSISTANTSHIPS	634	--	1,288	564	761
D. WAGES PAID TO STUDENTS					
Institutional	506	--	682	777	626
From unrestricted funds	544	--	712	777	650
From restricted funds	404	--	801	--	474
College Work Study	628	838	851	761	779
E. OTHER STUDENT AID	305	--	1,195	444	940

SOURCE: NYSED: Postsecondary Research and Information Systems(SKS/10/82)

*N/A: Not available, identifies when an average could not be computed. A number for recipients was not provided for this aid category.

[1]Degree-granting schools only.

Table 16
Average Financial Aid Award by Program
Received by Graduate Student Recipients in New York State
by Sector 1980-81

(Rounded to the nearest whole dollar)

Sources of Student Financial Aid	SUNY	CUNY	Independent	All Sectors
A. GRANTS				
Institutional	683	N/A*	1,580	1,139
From unrestricted funds	3,064	--	1,276	1,306
From endowed funds	434	--	1,276	1,245
Tuition & fee remissions	390	--	2,316	2,298
Tuition & fee exemptions	727	--	673	708
Funded tuition waivers	657	N/A	N/A	671
Other institutional grants	1,666	--	2,572	1,761
Private	1,039	N/A	1,525	1,430
NYS				
TAP	370	337	414	392
Regents Scholarship	1,933	4,169	2,242	2,174
Other governmental grants	6,146	--	2,950	3,274
B. LOANS				
NDSL	1,421	1,246	1,830	1,689
GSL				
Administered by NYS	3,203	2,451	3,450	3,334
Administered by other states	3,589	--	4,721	4,678
Institutional	358	--	1,688	1,582
Other loans	1,836	--	2,151	2,058
C. STUDENT ASSISTANTSHIPS	3,262	--	3,622	3,408
D. WAGES PAID TO STUDENTS				
Institutional	840	--	1,761	1,474
From unrestricted funds	584	--	1,597	1,275
From restricted funds	2,915	--	2,830	2,853
College Work Study	883	1,657	1,763	1,535
E. OTHER STUDENT AID	--	--	1,308	1,308

SOURCE: NYSED: Postsecondary Research and Information Systems (SKS/10/82)

*N/A: not available, identifies when an average could not be computed. A number for recipients was not provided for this aid category.

Observations

A. General characteristics of aid distribution.

1. Undergraduate students receive nearly 80 percent of the approximate $1.65 billion in major student aid sources.

2. Undergraduates on a State-wide basis, receive more aid from grants and scholarships (54.5 percent) than from loans (39.6 percent) or part-time employment (5.7 percent).

3. Graduate students, however, receive nearly two-thirds (65.4 percent) of aid from loans, with grants (20.1 percent) and part-time employment (15.6 percent) accounting for the remainder.

4. At the undergraduate level, students in the independent sector receive slightly more than one-half of all aid (52.5 percent). In the public college sector, SUNY students receive 28.8 percent and CUNY students received 15.2 percent. The remainder, 3.5 percent, is held by students in degree-granting proprietary schools.

5. At the graduate level, students in the independent sector receive more than three-quarters (76.2 percent) of all aid. SUNY graduate students receive 20.2 percent and CUNY students received 3.6 percent.

B. General characteristics of aid by program source.

1. At the undergraduate level, institutional sources of grants, scholarships, loans (excluding the NDSL share) and employment account for only 12.1 percent of all sources. In the independent sector, where institutional aid is most prevalent, about one-fifth of all aid (19.4 percent) is from institutional sources. External (non-governmental) grants which are not directly controlled by the institutions, account for 1.5 percent of all aid for all institutions.

2. For the graduate level, institutional sources account for less than one-fifth of all aid (18.4 percent).

3. The utilization of government programs, between State and Federal, varies greatly among the sectors, as follows:

	SUNY	CUNY	Indep.	Prop.
Undergraduate		Percent of aid		
Federal	31.3	50.2	23.7	25.5
State-Administered (includes GSL)	62.3	45.2	48.2	69.0
Graduate				
Federal	7.5	14.4	9.5	
State-Administered (includes GSL)	50.7	80.5	55.6	

Aid through student assistantships is excluded in the table above as it is derived from institutional and government sources.

4. The utilization of grants and loans varies considerably among sectors at both undergraduate and graduate levels. For example, at the undergraduate level, grants as a proportion of all aid range from 44.9 percent at SUNY to 74.6 percent at CUNY. The proportions of grants and loans at independent and degree-granting proprietary institutions are relatively close to the averages for all sectors.

C. Average amounts of assistance by programs.

Average amounts of aid from grants, loans, and employment tend to reflect financial need and attendance costs. These amounts for need-based programs are typically higher at the non-public institutions.

* * * * *

The observations above and the analysis of the data should be considered in the context of certain limitations. First, the data are in aggregate form and do not fully reflect such factors as the level of student participation in the various programs, the levels of family income represented by recipients or the degree to which students participate in more than one program. Second, institutional student aid policies are not demonstrated. Institutions vary in the use of aid which they directly administer, such as the Federal campus-based programs. Student aid packaging priorities are related to the kinds of students served, amounts of funds available, admission practices and a number of other considerations. Further, the data supplied by the institutions have been accepted as provided, except where obvious editing was required. Instances of omissions, errors and incomplete data affect the reports.

The data reported for 1980-81 represent base year information. Annual surveys and reports for subsequent years, should help provide a basis for decisions about the direction of student aid programs.

From these data the State can better plan the direction of support of postsecondary education. More precisely, in consideration of fiscal and educational policy issues, the State's student aid policy should be reviewed with particular attention to the following objectives:

1. The need to establish goals for the State's student aid programs and methods for setting priorities of these goals so that the State's programs, in tandem with Federal programs, will promote maximum effectiveness of State funding.

2. The determination of how, and to what extent, existing Federal, State and institutional aid programs work together to meet student financial need and postsecondary costs.

3. The identification of alternative ways through which existing programs and available resources can best serve the needs of students and their families, the institutions and the State.

New York has the largest student financial aid programs in the nation and its students receive the largest amounts of assistance under Federal programs. In the present period of change and uncertainty, it is essential that the State maintain and improve its position through a review effort. This activity would provide the State with the means to develop a policy which would implement purposes of State programs with those of the Federal government and the institutions.

APPENDIX

Determination of the Student's Award on the Basis of Tuition Cost and Financial Ability

The minimum and maximum awards for the scholarship and grant programs are established by legislation. Within this range, the award is determined by the tuition cost of the college attended by the student and by the family net taxable income. (Lehman Fellowships and Child of Veteran Awards are not limited by tuition charges or family income and Regents Physician Shortage Scholarships are not limited by tuition charges.)

These limitations are illustrated for the largest award program, the Tuition Assistance Program. That program presently operates with five schedules of awards. Schedule X applies to first-time undergraduate recipients in 1981-82. Under this schedule the maximum award is $2,200, or tuition, whichever is less. Schedule X will be phased-in annually for each class of first-time recipients. Schedule B applies to graduate and professional students who are either financially dependent, financially independent and married, financially independent and single with dependents. Schedule C is available to undergraduate students who are either financially dependent, or financially independent and married, or financially independent and single with dependents. The $1,800 maximum, or tuition, whichever is less, under Schedule C is applicable to those undergraduates who have received TAP awards prior to 1981-82. Legislation in 1981, which establishes the new award scale under Schedule X, amended Schedule C to provide that the minimum award would be $250, instead of $200. In addition, the family net taxable income limit is extended from $20,000 to $25,000. These two provisions are matched in Schedule X.

Table 17
Illustrative Tuition Assistance Program (TAP) Annual Awards
Schedule X
1982-83

Net Taxable Balance*	Independent College Tuition= $2,200 or more	SUNY Tuition= $1,075	CUNY Tuition= $1,075
$0- 4,000	$2,200	$1,075	1,075
6,000	2,060	935	935
9,000	1,840	715	715
12,000	1,570	445	445
15,000	1,270	250	250
20,000	820	250	250
25,000	250	250	250

*Net taxable balance is the gross income less all allowable exemptions and deductions for State income tax purposes. For the typical two-child family, a net taxable balance of $4,000, for example, is approximately comparable to a gross income of about $8,900 with standard tax deductions.

Table 18
Illustrative Tuition Assistance Program (TAP) Annual Awards
Schedules B and C
1982-83

Net Taxable Balance	Independent College Schedule B	Independent College Schedule C	SUNY Schedule B	SUNY Schedule C	CUNY Schedule B	CUNY Schedule C
$ 2,000	$600	$1,800	$600	$1,075	$600	$1,075
2,750	550	1,800	550	1,075	550	1,075
6,000	333	1,595	333	870	333	870
9,000	133	1,375	133	650	133	650
12,000	100	1,115	100	390	100	390
15,000	100	795	100	250	100	250
20,000	100	250	100	250	100	250
25,000	0	250	0	250	0	250

Adjustments in the net taxable balance are provided, under Schedules C, X and B, where more than one family member is in full-time study at an approved postsecondary institution. Under Schedules C and X, $3,000 is deducted from the new taxable balance for the first additional member and $2,000 for each additional member. Under Schedule B, the net taxable balance is divided by the number of family members in full-time attendance.

After a student has received two full years of payments, remaining TAP payments under Schedules C and X are reduced by $200 per year, except that no student shall receive less than $250 per year if the family net taxable balance is $25,000 or less.

Two additional schedules were established for single, financially independent students without dependents by the 1977 Legislature. Schedule D applies to graduate students and Schedule E applies to undergraduate students.

Table 19
Illustrative Tuition Assistance Program (TAP)
Annual Awards for Single, Financially Independent Students
1982-83

Net Taxable Balance	Independent College Schedule D	Independent College Schedule E	SUNY Schedule D	SUNY Schedule E	CUNY Schedule D	CUNY Schedule E
$ 0- 1,000	$600	$1,800	$600	$1,075	$600	$1,075
2,000	350	1,500	350	775	350	725
3,000	100	1,300	100	475	100	475
5,000	100	600	100	200	100	200
5,677 & over	0	0	0	0	0	0